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THE REALIZATION OF ECONOMIC, SOCIAL AND CULTURAL RIGHTS

Letter dated 8 August 1991 from the Permanent Representative of Turkey to the United Nations Office at Geneva addressed to the Chairman of the Sub-Commission on Prevention of Discrimination and Protection of Minorities

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1. We are all aware that socio-economic development does not automatically lead to respect for human rights. Besides, underdevelopment should not serve as an excuse for acquiescing in human rights abuses. However, it is evident that development creates the necessary conditions for the promotion and enjoyment of human rights. Indeed, the relationship between human rights and fundamental freedoms, on the one hand, and socio-economic development on the other is of a synergetic nature. Article 22 of the Universal Declaration of Human Rights states that "everyone ... is entitled to realization, through national effort and international cooperation and in accordance with the organization and resources of each State, of the economic, social and cultural rights indispensable for his dignity and the free development of his personality."

2. With this understanding, the Turkish Government has undertaken a major effort to raise the level of development of the south-eastern region of the country. As is known, some essential social problems faced by this region stem from its low level of development. In other words, there is considerable economic imbalance between the levels of socio-economic development of the south-eastern and the western parts of Turkey. Migration by a by-product of this situation.

3. The Government hopes that the above trend will be reversed as a result of the implementation of the South-East Anatolian Project, one of the most ambitious and biggest development projects in the world. In this connection, it should be noted that the amount of resources transferred by the nation for the development of this region is incomparably higher than the amount of revenue collected therefrom. None the less, the Turkish Government is fully committed to the realization of the project. The South-East Anatolian Project, based on national consensus, reflects the sacrifices as well as the determination of the nation to develop this region.

4. International cooperation, as referred to in Article 22 of the Universal Declaration of Human Rights would be welcomed as a valuable contribution to these efforts in the form of foreign direct investment, joint ventures or economic assistance. The Government believes that those who are sincerely interested in the development of this region would take action in the direction indicated in the above-mentioned article.

I have the honour to enclose herewith an information note on the South-East Anatolian Project. I should be grateful if the present letter and its annex could be circulated as a document of the forty-third session of the Sub-Commission on Prevention of Discrimination and Protection of Minorities under agenda item 8.

Annex

South-East Anatolia Project (GAP)

Scope of the project

1. The South-East Anatolia Project (GAP) is one of the major regional development projects in the world, and the largest and most comprehensive enterprise ever carried out in Turkey.

2. The region comprises six provinces (Adiyaman, Diyarbakir, Gaziancep, Mardin, Siirt and Sanhurfa) in south-eastern Turkey, bordering Syria and Iraq and covers 73,863 sq. km. of land, which corresponds to 9.5 per cent of the total area of Turkey. Formerly known as the "fertile crescent", the upper valley of the Euphrates and Tigris rivers became the cradle of civilization when, around 4500 B.C. the urban revolution - the change from economies based on self-sufficient agriculture to those based on specialized non-agricultural occupations - started in southern Mesopotamia. The industrial tradition then spread over much of south-western Asia, up onto the Anatolian plateau. In 3500 B.C., the Near East, Mosopotamia in particular, became one of the two regions where civilization flourished. Completion of the project in the 2000s will therefore mean the rebirth of the prosperity Mesopotamia enjoyed thousands of years ago.

3. The population in the project region at the 1985 census was 4,303,567 or 8.5 per cent of the national total of 50,664,458. All six provinces in the region are out-migration areas, yet the average annual population growth in the past two decades has remained at 2.9 per cent, which is much higher than the national average of 2.4 per cent.

4. Although the GAP region is one of the underdeveloped regions of the country with a per capita gross product of only 47 per cent of the per capita gross product of Turkey in 1985, it is self-sufficient in basic foodstuffs.

5. The GAP project originally planned by the State Hydraulic Works is a combination of 13 major products, primarily for irrigation and hydropower generation. The project includes the construction of 21 dams and 17 hydroelectric power plants on the Euphrates and the Tigris rivers and their tributaries. It is planned that upon completion, over 1.7 million ha of land will be irrigated and 25,000 GW of hydroelectric energy will be generated annually with the installed capacity of 7,500 MW.

6. The largest projects of this irrigation and energy system are the Atatürk dam and hydroelectric power plant, together with the Sanhurfa tunnels. The total hydroelectric power capacity will be 2,400 MW (8 x 300) and the total irrigation area covered by five projects, 832,000 ha. The most important of these projects are the Sanhurfa - Harran and Mardin - Ceylanpinar irrigation projects, which envisage irrigation of 470,000 ha. The water necessary for these projects will be supplied through 26.4 km of two parallel tunnels with an inner diameter of 7.62 m each. In addition to irrigation and hydropower generation, the GAP project also covers related economic, social, cultural, spatial and commercial developments.

7. The comprehensive nature of the project requires the formulation of specific measures to complement the implementation of the original GAP schemes and incorporate them into a coherent and integrated long-term regional development plan. The primary objective of such an approach is to expedite the implementation of GAP. In this sense, GAP is the integration of a series of projects which are carried out by individual ministries and related implementing agencies in the region.

Objectives and planning approach

8. The objectives of this extensive project are to mobilize regional resources, to eradicate regional disparities, to enhance productivity, to create employment opportunities, to raise income levels, to develop urban centres and to ensure economic growth and social stability in the region.

9. In line with these objectives, the prime concern in planning has been oriented towards identification of the multiplier effects of these large-scale infrastructure projects on the socio-economic structure of the region. The planning methodology in this respect is an intersectoral and comprehensive approach which is rather different from that traditionally and currently applied in Turkey. Such an approach is of an innovative character, since planning practice in Turkey is highly centralized and sectoral. Therefore, GAP should be considered a means of transition from sectoral to intersectoral and/or comprehensive planning and from centralized to decentralized and/or regional planning in Turkey.

10. It is quite evident that such a vast area of irrigation and such an abundance of energy will create important business and development opportunities in other sectors of the economy through backward and forward linkages. On the other hand, there will be social and economic problems and imbalances as a result of the increase in agricultural production. Accordingly, in order to make use of the development opportunity and to effect a smoother transformation of the regional economy, a multidisciplinary integrated project approach has been adopted by the Turkish Government. Such an approach requires the contribution of the majority of the public agencies, which in turn brings up the issue of interagency coordination. The importance of interagency coordination is better understood when it is noted that 5 of the 13 project groups within GAP are already active. In addition, approximately 600 public investment projects are being carried out in the region by various public agencies. For these reasons, the present approach of the Turkish Government concentrates on the formulation of a development programme on the one hand, and the realization of effective interagency coordination activity on the other.

Planning principles and organization

11. The State Planning Organization (SPO) has been given the responsibility for interagency coordination. Since the planning approach for GAP is defined as integrated regional development planning, effective coordination is imperative for successful integration.

12. The prime principle is to make rational decisions, which means attaining maximum benefits with given planning instruments or allocating minimal instruments in reaching predefined targets. Since financial resources are universally scarce, decision makers are urged to develop optimization models in defining appropriate planning action. Within this framework, the major task of the State Planning Organization is to perform in-house coordination to incorporate identified priority projects in annual investment programmes, as well as in five-year development plans. The crucial point is to ensure an adequate synchronization of projects and maximize the effectiveness of public investments. Nevertheless, factors such as the size, diversity and complexity of the investments and the sector-based traditional approach make project integration more difficult.

13. The social and economic development of the region is dependent upon projects which utilize the existing and future potential of the region and bring solutions to problems arising from rapid development. The identification of new projects should proceed concurrently with the financing of the ongoing irrigation and power generation projects. In addition, it is necessary to transform the existing institutional structure of the region and create a new institutional framework which can meet the needs of an advanced social and economic structure. The Government has decided to realize all these activities within the context of a regional planning approach which will be backed up with the appropriate project management system.

14. In order to ensure successful design, planning and implementation for GAP, the Government has decided to create a special organization under the State Planning Organization (SPO). A special project management unit has been established under the coordination and supervision of the South-East Anatolia Project Group of SPO. The rationale behind the establishment of the Project Management Unit is to make use of the skills and experience of international consulting firms in the field of regional planning, to effect the transfer of know-how to local consulting firms in this respect and to expedite the studies required in the decision and action stages. The Under-Secretariat of the South-Eastern Anatolia Project Group, on the other hand is charged with the realization of effective internal coordination with related departments in SPO, as well as external coordination with concerned governmental and non-governmental agencies.

15. SPO provides advisory services to the Government for the determination of economic, social, cultural, spatial and financial policies in the light of available resources. This encompasses preparing long-term development plans and annual programmes to realize the Government's goals and objectives, as well as coordinating and monitoring projects executed by ministries and other public agencies. In accordance with its status, SPO is charged with the coordination and management of the South-East Anatolia Project.

Project components

16. The project, as designed by SPO, has three essential components. The size, diversity and complexity of the investment projects in the region indicate the importance of integrating these projects and of attaching priorities to regional studies. Regional studies have to define general policies and strategies which are required for the coordination of urban and

rural studies. Thus, the GAP project is to be handled in three components; namely, regional planning, rural planning and urban planning. Naturally, regional planning studies have to be conceptualized as an umbrella for urban and rural studies.

Regional studies

17. In the context of regional studies, there is a need for structural analysis for the identification and assessment of the present situation in individual sectors such as agriculture, animal husbandry, fisheries, mining, manufacturing, health, education, tourism, transportation, telecommunications, construction and commerce. Based on the outcome of the analysis reflecting the present regional structure, prospective requirements should also be identified by undertaking the necessary projections. In this respect, the social, economic, spatial and financial impact of major irrigation and hydropower generation projects, as well as other planned, programmed and ongoing investments in the region need to be assessed. These are the prerequisites for the identification of existing and potential problems. Problems can be solved by including appropriate goals, strategies and measures as constitutive elements of adopted policies and investment programmes.

18. This wide range of regional studies and planning activities needs to be supported by an effective management system. Such a management system should embrace scheduling, monitoring and evaluation functions for selected projects in the region which rely on efficient information flow. The function of such a management system as an instrument for decision-making is two-fold: technical and institutional. While the technical aspect includes data collection, compilation, processing and forwarding, the institutional aspect covers administrative structuring and/or managerial organization for formal and informal decision-making.

19. A master plan study has been commissioned to handle the methodological and project managerial issues for the preparation of decisions to be taken by top-level bureaucrats and politicians. Nippon Koei Co. Ltd and Yüksel Proje A.S. are carrying out the master plan study for the development of the GAP region.

Rural studies

20. The purpose of the rural studies is to develop land, water and human resources and to plan the studies and investments necessary for optimum utilization of potential by organizing the social and physical infrastructure in the rural areas.

21. An extensive agricultural research programme has been found to be necessary to provide essential scientific knowledge for agricultural production in the region. Within the framework of an agreement concluded with SPO, the Cukurova University Department of Agriculture in Adana is carrying out an integrated package of research and adaptation projects. The purpose of these projects is to identify the varieties of plants which may be grown most successfully in the region under irrigated conditions and taking into account the existing ecological factors. The establishment of a data bank for the inventory of research studies, a research station and a remote sensing centre are including in the project.

22. Regarding the importance of the training component, a series of discussions has been started with the Food and Agriculture Organization of the United Nations (FAO) with a view to setting up an agricultural extension and training centre. The finding from this research will be disseminated to local agencies, institutions, farmers unions and organizations.

23. Another important study concerns the agricultural marketing and crop pattern of the region. The approach is to analyse the demand and supply structure of domestic and international markets for agricultural products. In the light of the results of market analysis, the crop pattern in the region will be determined according to the competitiveness of identified products. In this case, the market will play a determinant role in designing the crop pattern. The development of an adequate information system, marketing organization and incentive catalogue also need to be taken into account.

24. The rural studies also cover land consolidation activities in the region. While the State Hydraulic Works is in charge of the Atatürk dam and the Sanhurfa tunnels, as well as primary, secondary and tertiary canal construction, The General Directorate for Agricultural Reform is responsible for land consolidation activities. These tasks have to be accomplished in order to achieve production by bringing together extremely dispersed agricultural production units which are under private ownership. Recent efforts of the SPO are oriented towards speeding up this process with computer-aided methods and ensuring inter-agency collaboration between the State Hydraulic Works, the General Directorate for Agricultural Reform, the General Directorate for Rural Affairs and the General Directorate for Titling and Cadastral Works.

Urban studies

25. The objective of the urban studies is to provide better urban services by controlling and directing the effects of the GAP investments in the urban areas. It is obvious that the region which is at present experiencing emigration will be subject to intensive immigration after the completion of the irrigation projects, within two decades. High population growth and increasing job opportunities indicate that there will be a major structural change in the settlement patterns of the region in the future. This will confront urban centres with serious problems in the supply of vital municipal services. For this reason, appropriate measures need to be taken in order to eliminate acute problems, as well as prospective obstacles, in the provision of social and technical infrastructure services in urban centres.

26. Urban studies have been concentrated on two essential issues, namely, physical development planning of urban centres and municipal services planning. Physical development planning activities foresee comprehensive and integrated packages including projects related to water and energy supply, sewerage, traffic communication and water treatment systems tailored to identified urban centres. The preparation of urban expansion programmes, as well as upgrading and legalization programmes for informal housing areas, along with municipal engineering works, are under consideration in this context. Such an integrated approach is an innovative one in comparison with traditional urban development plans currently being implemented by municipalities and the government agencies concerned which deal with each urban sector project individually.

27. Another important issue is the improvement of the managerial skills of municipality personnel in order to provide more efficient urban services. Equipping municipalities with better urban management skills, financial models and accounting systems will lead to the discovery of additional financial resources and the mobilization of idle potential. This is indispensable for rational and effective use of monetary resources for purposefully planned and programmed urban services, which in turn requires internal reorganization in the municipalities. Such a policy is further associated with the implementation of personnel training programmes designed for specific posts and career opportunities.

Prospective planning activities

28. While a list of integrated studies to be undertaken in the future will be produced as an output of the Master Plan Study, there are still some subjects which need to be considered separately. Large-scale dams and irrigation projects have significant repercussions on the man-made environment and, especially, on the natural environment. The effects of a series of ambitious infrastructure projects will influence the ecological environment profoundly. In order to distinguish between the destructive and constructive effects that will become evident after completion of power generation and irrigation projects, an environmental impact assessment study is planned in close cooperation with the United Nations Development Programme (UNDP) and the United Nations Environmental Programme (UNEP). The general approach is to base such a study on a long-range assessment period and identify adverse effects of projects in due time in order to implement the required measures.

29. Further, in connection with irrigation schemes and a critical review of the irrigation technology to be adopted for the region, special attention is to be attached to water resources management. The main objectives are to create an institutional framework for the rational supply of water to individual users or user associations and to ensure prompt provision of technical services to irrigation systems.

30. Another significant system and model study will concern agricultural financing. A review of the existing system is essential for the identification of structural deficiencies in the supply of financial support to agricultural producers and industrialists. Policy steps need to be taken to ensure the efficiency of the agricultural financing system.

Industrial development

31. Successful development of strategic industries will be the first significant move towards industrialization in the GAP region. It will provide a basis for subsequent industrial development in terms of capital investment, technical and managerial skills. This, combined with the development of consumer goods and construction materials industries, will lead to the encouragement of other industries through forward and backward linkages and related economic activities.

32. The increase in income as a result of this initial development will set the stage for further industrialization in the region. The strategic industries will grow, with added business opportunities, expanding markets and improved production and management technologies. Consumer goods and construction materials industries will also grow with urbanization.

33. With the improvement of the region's socio-economic level, new industries will emerge to meet the increasing demand from other sectors. Fertilizer production will be followed by the establishment of an agricultural machinery and equipment industry, resulting in the improvement of agriculture. This will pave the way for the development of heavy industry. The construction materials and printing and publishing industries will grow as the income level in the region increases and urbanization progresses.

34. Tourism-related industries conform to the basis strategy, especially if various potential tourism resources within the region are effectively developed for foreign tourism. Oil-refining, copper products, fertilizer, cement and ceramics are important mining-related industries which can cater for the needs of the domestic market.

35. Another set of industries that will develop in the region will be those serving the primary production/processing oriented industries. These include casting, turning and spare parts production. Supplementary industries are those producing consumer goods such as furniture, utensils and chemicals. These two sets of industries will develop at a later stage following the establishment of the industries listed above and following the growth of population and income in the region.

Conclusion

37. At present, a GAP Master Plan Study completion report is in preparation which will define the existing socio-economic structure of the region and make projections and development proposals with appropriate strategy and policy options. The next phase of the Master Plan will include promotion and implementation. In 1989 complete information packages were prepared and more emphasis is being given to the promotion of GAP. Incentive systems are also to be developed upon completion of the Master Plan.

38. Furthermore, a regional development agency is to be established in order to upgrade and strengthen the information basis related to regional and national capabilities. This agency will aid investors in carrying out market analysis and business-oriented research studies.

39. In order to create an adequate environment for foreign firms to evaluate the agribusiness opportunities in the region, the 4th International Agricultural Fair, AGRO-GAP '89 was held in Sanhurfa in October 1989. The firms that participated in the Fair were able to make their own assessment of the local conditions.

40. As may be realized from the figures and explanations given above, South-Eastern Anatolia will be one of the more highly developed regions of Turkey in the future. Its close location to Middle Eastern countries is an

additional factor increasing its attractiveness for business investments. Therefore it will be wise to have a foothold in this region at an early stage in order to make use of the growing opportunities in the future.

41. The special importance given to the project led to the idea of establishing the Project Management Unit as a regional office of the State Planning Organization (SPO) in Sanhurfa. This office carries out all the coordination and integration activities among the local governmental agencies and institutions by maintaining all types of inventories, plans, programmes and data from the GAP area.